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ABSTRACT

The Massachusetts Workplace Literacy Consortium sought to upgrade work-related literacy skills at 22 partner sites in the state. Members included manufacturers, health care organizations, educational institutions, and labor unions. In its third year, the consortium served 1,179 workers with classes in English for speakers of other languages, adult secondary education/General Educational Development, and adult basic education. Findings of an evaluation of the third year included the following: (1) consortium members felt the Planning and Evaluation Team (PET) model provided many benefits, such as cost effectiveness, resource sharing, and communication; (2) confusion over roles of the state department of education and program coordinators hindered the first 2 years; (3) PET was considered critical to program success because it kept stakeholders informed, enabled open discussion, and promoted stakeholder buy-in; (4) obstacles to student participation in PET were difficulties with English, program completion, and a rotation plan that contributed to high turnover; (5) underrepresentation of important stakeholders was a serious threat to PET; and (6) PET was considered helpful but not sufficient to ensure that the program was institutionalized at all sites. (Appendices contain the following: program standards and quality indicators; evaluation interview questions; list of PET site visits; PET participation chart; and PET survey and meeting observation forms.) (SK)

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ED 424 432

Evaluation Report

for the

Massachusetts Workplace Literacy Consortium

National Workplace Literacy Program
Wave 6, Year 3
Award #V198A40054 - 1997

Submitted to the
Massachusetts Department of Education

by

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October, 1997

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- Program Coordinators from the seven education providers who participated in interviews, provided background and historical information about their programs, and/or coordinated our visits to planning and evaluation team meetings.

- Planning and Evaluation Team members including student workers, teachers, and representatives from business and labor unions who took the time to meet with us, participate in the group interview, and completed and returned the individual surveys.

Table of Contents

List of Tables and Figures iv

Executive Summary v

I. Introduction 1

II. Indicators of Quality for Workplace Education Programs 4

III. Consortium Planning and Evaluation Team 8

IV. Planning and Evaluation Teams 13

Appendix A: Indicators of Quality

Appendix B: CPET Interview Protocol

Appendix C: Site for PET Meeting Visits

Appendix D: PET Visit Forms
- Participation Chart
- Group Interview Protocol
- Individual Survey
- PET Observation Form

List of Tables and Figures

Table 1. Year 3 Massachusetts Workplace Literacy Consortium Participants 1
Table 2. Number of students enrolled by program in Period 5 and Period 6 2
Table 3. Summary of enrollment and course offerings for Period 5 and Period 6 2
Table 4. Advantages of the Consortium Model 11
Table 5. Characteristics of Sample Sites 14

Figure 1. Respondents to individual survey by position 16
Figure 2. Efforts taken to promote student participation in the PET 19
Figure 3. Benefits of the PET Model 20

Executive Summary

The Massachusetts Workplace Literacy Consortium (MWLC), Wave 6 was funded for three years from November 1, 1994 to October 31, 1997 through the National Workplace Literacy Program (NWLP). The MWLC was administered through the Adult and Community Learning Services Cluster of the Massachusetts Department of Education and seven educational providers. Members of the Consortium included manufacturing companies, health care organizations, educational institutions, and labor unions. In its third year, the MWLC provided workplace education services to upgrade work-related literacy skills at twenty-two partner sites throughout the Commonwealth of Massachusetts.

During the third year of the project, the MWLC administered 69 classes serving 572 student workers in Period 5 and 63 classes serving 602 students in Period 6. The primary type of content taught was ESOL, followed by ASE/GED and ABE

The focus of the Year 3 evaluation was on a key aspect of the original MWLC concept: the planning and evaluation team model. In particular, the focus of the current evaluation was on the organization and operation of planning and evaluation teams at the consortium and partnership site levels. An additional piece of the Year 3 evaluation was a summary of work on a key component of the project: the Indicators of Quality for Workplace Literacy Programs. Information about students served in the MWLC is presented in the *MWLC: Annual Performance Report* and *MWLC: Semi-annual Performance Report.*

Highlights of Evaluation Questions and Findings

Consortium Planning and Evaluation Team

- MWLC members felt that they were part of a team working toward a single goal: the improvement of workplace literacy programs in Massachusetts. They also indicated that the MWLC model provided many benefits over working alone.

- The major advantages of the MWLC model according to project coordinators were a) the cost effectiveness of the model, b) the ability to share resources and draw on the resources of the state and other programs, and c) the opportunities for communication with colleagues.

- Coordinators did not identify any disadvantages of the MWLC model.

- At the beginning of the project there was not a clear understanding of the roles of the Department of Education, program coordinators, or the CPET itself in governing the program. This resulted in the CPET consuming a significant amount of human and time resources over the first two years of the program in defining and accepting their roles.

Planning and Evaluation Teams

- There was no evidence of explicit or implicit barriers to the participation of any members of the PET with the possible exception of student workers. Respondents indicated that all other PET members were able to fully participate in discussions and decision-making.

- Members felt that the PET was *critical* to the success of a workplace literacy program because the PET a) provides the opportunity to keep all stakeholders informed on a regular basis, b) presents a forum for open discussion, c) strengthens the partnership and team approach within the organization, and d) promotes buy-in from all stakeholders.

- Attendance records indicated that most current PET members attend nine or ten meetings per year.

- The greatest obstacles to student participation in the PET were difficulties in expressing themselves in English and a high rate of turnover on the PET due to a) students' completing the program, or b) a planned system of rotating students through the PET.

- Under-representation of important stakeholders such as company management, supervisory staff, or students was seen as the most serious threat to the PET.

- A properly functioning PET was identified as necessary but not sufficient to ensure the success and institutionalization of a workplace literacy program. The decision to continue the workplace literacy program is often based on factors other than the success of the program.

Quality Indicators

- Institutionalization is often not a quality issue. Initial decisions whether to institutionalize a program are often based on whether there is money available in the budget to continue the program.

- There are many factors which affect the quality of a program over which the education provider has little, if any, control. It is necessary to define standards for all stakeholders that address the expectations of the entire program.

Section I: Introduction

Background

The Massachusetts Workplace Literacy Consortium (MWLC) was funded for three years from November 1, 1994 to October 31, 1997 through the National Workplace Literacy Program (NWLP). The MWLC was administered through the Adult and Community Learning Services Cluster of the Massachusetts Department of Education (DOE) and seven education providers representing business, labor, and education. Its members included manufacturing companies, health care organizations, educational institutions, and labor unions. In its third year, the MWLC provided workplace education services to upgrade work-related literacy skills at 22 partner sites throughout the Commonwealth of Massachusetts.

Table 1: Year 3 Massachusetts Workplace Literacy Consortium Participants

Education Partners	Business/Organization Partners (Location)
Bristol Community College	Helix Technology (Mansfield) Jostens, Inc. (Attleboro) Mason Box (North Attleboro) Robbins Company (Attleboro)
Jewish Vocational Services	Beth Israel Deaconess/Children's Hospital (Boston) Carter Fuller Mental Health Center and AFSCME (Boston) C&K Components (Watertown) Massachusetts General Hospital (Boston) Servolift/Eastern Corporation (Dorchester)
Labor Education Center at the University of Massachusetts, Dartmouth	Lightolier Corporation (Fall River)
Labor Management Workplace Education Program at the University of Massachusetts, Amherst	Smith and Wesson Corporation (Springfield) University of Massachusetts (Amherst)
Literacy Volunteers Network	Holyoke Card and Paper (Springfield) Sealed Air Corporation (Holyoke)
Quinsigamond Community College	Beaumont at the Willows Nursing and Rehabilitation Center (Westboro) Jewish Healthcare Services (Worcester)
Service Employees International Union/Worker Education Program	Boston University Medical Center (Boston) Harvard Street Neighborhood Health Clinic (Dorchester) Jewish Memorial Hospital (Boston) Metrowest Medical Center (Framingham) St. John of God Hospital (Brighton) Women's Educational Industrial Union (Boston)

The governance structure of the MWLC is based on the Planning and Evaluation Team Model. The Consortium Planning and Evaluation Team (CPET) was comprised of the program coordinators at each of the seven education provider partners and representatives from the DOE. The CPET met monthly to oversee all MWLC activities, identify needs among its membership, ensure delivery of appropriate training support and technical assistance, and review and address general issues related to providing education services

in the workplace. At the site level, the workplace education program at each site was organized around a local Planning and Evaluation Team (PET). The local PET was comprised of representatives from company management, supervisory staff, student/workers, labor unions, and the education provider. The local PETs met regularly to oversee the workplace education program at the local level.

The structure of the MWLC, its educational scope, and its capacity to include large and small businesses from diverse sectors of the economy developed out of nine years of experience and learning within the DOE about how to best provide workplace literacy services to employed workers. It is expected that the lessons learned from the MWLC will provide a strong foundation as workplace initiatives within the Commonwealth move forward into their next decade.

Year 3 Services

During the third year of the project, the MWLC administered workplace literacy classes at twenty-two sites throughout Massachusetts. During Period 5, 572 workers were enrolled in 69 classes. During Period 6, 602 students were enrolled in 63 classes. In each period, more than half of the workers were enrolled in ESOL programs. A breakdown of students by program is presented in Table 2.

Table 2: Number of Students Enrolled by Program in Period 5 and Period 6

	Period 5	Period 6
ESOL	389 (68%)	326 (54.2%)
ASE/GED	100 (17.5%)	188 (31.2%)
ABE	83 (14.5%)	80 (13.2%)
Other/Missing Data	0 (0%)	8 (1.3%)
TOTAL	572	602

Given the wide variety of partner sites in the MWLC, there was a wide range in the number of classes offered across sites as well as the number of students enrolled in each class. Table 3 provides summary descriptive statistics on the enrollment figures and course offerings for Periods 5 and 6.

Table 3: Summary of Enrollment and Course Offerings for Period 5 and Period 6

average (minimum - maximum)	Period 5	Period 6
Number of classes per site		
Average	3.5	2.9
Median	2	2
Range	1 - 12	1 - 13
Number of students per class		
Average	8.3	9.5
Median	9	8
Range	1 - 19	1 - 33

Year 3 Evaluation

The National Workplace Literacy Program requires that an independent external evaluation be conducted of each of its projects. In Year 2, the external evaluation was structured by four main objectives related to the goals and objectives of the MWLC:

1. Determine if the goals of the MWLC are being met.
2. Determine the level of implementation of the Massachusetts Indicators of Quality for Workplace Literacy Programs and the relationship of the Indicators to learner outcomes, workplace outcomes and the program partnership.
3. Determine the relationship between instructional methodologies and worker and workplace outcomes.
4. Develop recommendations for project improvement.

Based on the results of the Year 2 evaluation and previous evaluations it was determined that the Year 3 evaluation would focus on a key aspect of the original MWLC concept: the planning and evaluation team model. In particular, the focus of the current evaluation is on the organization and operation of planning and evaluation teams at the MWLC and partnership site levels. In addition, a final piece of the Year 3 evaluation will be a summary of the history of the Indicators of Quality for Workplace Literacy Programs.

Section II: Indicators of Quality for Workplace Education Programs

Overview

A fundamental element of the Massachusetts Workplace Literacy Consortium has been the *Indicators of Quality for Workplace Education Programs* or Quality Indicators. The Quality Indicators were established for six basic components of workplace education programs:

- Partnership and Planning
- Curriculum
- Assessment, Evaluation, and Outcomes
- Support Services
- Staff
- Administration.

The underlying assumption of the Quality Indicators is that they describe the conditions which are necessary for a program to deliver effective services. Work on the Quality Indicators predates the MWLC and will continue after the conclusion of the current project. In this section we present a summary of the Quality Indicator project to date and plans for the future.

Background

Initial Development

Drafts of Quality Indicator definitions were initially developed during previous funding cycles of the Massachusetts Workplace Literacy Program. They were developed by educators brought together through the Massachusetts Workplace Education Initiative.

In March, 1994, the MWLC's funding application for Wave VI of the National Workplace Literacy Program outlined a central role for the Quality Indicators in the program evaluation. The MWLC evaluation provided the opportunity to test the assumption of the relationship between the Quality Indicators and the effectiveness of a program. A key component of the evaluation was to examine whether the presence or absence of the Indicators correlated with desired outcomes at three levels:

1. workers' educational gains;
2. productivity gains or improvements in quality of services, and
3. the quality of the business-union/education provider partnership.

Creating an Evaluation Tool

Before the Quality Indicators could be used in an evaluation, it was necessary to move them from initial definitions to a valid and reliable measurement tool. The creation of a set of evaluation instruments was a major focus of the initial year of the MWLC.

During the first year of the program, the external evaluators designed and pilot-tested instruments which fully operationalized the Quality Indicators. The evaluators assigned a score to each indicator on a 6-point Likert-type scale on which the indicator was rated. In making the ratings, evaluators and coordinators considered the dimensions of extent of implementation and quality of implementation. Evaluators developed instruments for both external and self evaluations. The external ratings were made on the basis of a central interview protocol called *Indicators PLUS*. In addition, shorter versions of the *Indicators PLUS* were designed to be completed by business partners, union representatives, teachers, and workers. Finally, a self-evaluation tool was developed for coordinators to provide ratings of their own programs.

Evaluation Results

The evaluation conducted during the second year of the program showed that the sites and partners have implemented the Quality Indicators at a very high level. The average ratings on 18 of the 25 indicators were above 5 on the 6-point scale where 6 was the highest level of implementation. The strongest areas of implementation were Staff, Curriculum, and Administration; the weakest was the area of Assessment, Evaluation, and Outcomes. Although the overall level of implementation was quite high, analyses did reveal some differences that may be due to type of industry or education provider. More research on these factors should be conducted in the future.

The relationship between the implementation of the Quality Indicators and outcomes was not clear from the evaluation. In large part, this was due to the lack of good data available on outcomes. Learner outcome data were available in the form of self-reported learning gains scores. Other outcome data was scant at best, a by-product of the unexpected dearth of NWLIS data. Also, the lack of data is consistent with the relatively low level of success at implementing the Quality Indicators in the area of Assessment, Evaluation, and Outcomes.

The Quality Indicators have many benefits when used as a guide for program development. However, future research on relationships between implementation of the Quality Indicators and outcomes will be necessary to validate the Quality Indicators as an accountability measure for workplace education programs. The resources and time needed to continue the proper study of these relationships, however, are quite extensive.

Performance Standards

One method of improving the usefulness of the Quality Indicators is to link them to clearly defined performance standards. Performance standards can guide programs in their development and also serve as benchmarks for developing a scoring system for the Quality Indicators. In the third year of the project, efforts were initiated to develop a system of program performance standards based on the Quality Indicators.

Current Status

The context in which the Quality Indicators were developed was a spirit of collaboration between public and private sources to create model workplace literacy programs. The emphasis was on education and the focus of the Quality Indicators was on excellence in designing and delivering the ideal program.

The Quality Indicators continue to evolve as

a) the context expands from public/private collaboration and funding to private funding; and
b) participants have gained three years of experience in striving for the institutionalization of their programs

New issues are emerging and the applications for the indicators are expanding.

One outcome of the effort to institutionalize programs over the past year is the finding that institutionalization is not necessarily a quality issue. In many cases, at least at the first cut, the decision whether to institutionalize is a straightforward economic issue: "Is there money available in the budget to continue the program?"

A second finding based on experience is that there are many factors which affect the quality of a program over which the education provider has little, if any control. Creating standards to hold only education providers accountable to deliver an ideal program has limited effectiveness. It is necessary to define standards for all stakeholders that address the expectations of the entire program. Such standards would address questions about what is required of the company and what is required of the funding agency as well as what is required of the education provider.

The central questions that program staff had to answer were "What purpose can the Quality Indicators serve?" and "Who is their audience?"

The answer to the first question is that the Quality Indicators should be a resource for all stakeholders regardless of funding source, company size, type of business, or partnership configuration. The challenge is to create a set of indicators that reflect universal quality factors that is flexible but still useful. As the final year of the current project was being

completed, the quality indicators and supplemental documents were being revised to meet this challenge.

The answer arrived at to the second question is that there are multiple audiences for the Quality Indicators. Employers and unions who will be making decisions about whether to begin or continue a workplace education program are one type of audience. Agencies making funding decisions are another audience. Finally, programs who wish to conduct a self-evaluation are another important audience.

As funding for the MWLC ends, the Quality Indicators and related documents have been turned over to the *Massachusetts Workplace Education Committee (MWEC)* formerly the advisory committee to the MWLC. They are reviewing the documents again and will continue with further research, development, and implementation. The latest draft version of the workplace indicators/standards are included in Appendix A.

Section III: Consortium Planning and Evaluation Team

Overview

This portion of the evaluation focuses on the functioning of the Consortium Planning and Evaluation Team (CPET). Previous evaluations raised questions about the CPET as a governing body, the role/authority of the program coordinators, and the role/authority of the DOE. Additional questions about the advantages and disadvantages of the consortium model for administering workplace education programs are also addressed.

The information provided here is intended to supplement information obtained in prior evaluations. It is based primarily on interviews conducted with the seven program coordinators.

Methodology

Interview

The primary method for collecting additional information regarding the functioning of the CPET was an individual interview with each of the program coordinators from the seven education providers. Two formats were used to conduct the interviews. Five coordinators were interviewed as part of site visits to PET meetings. Two coordinators whose programs were not part of the PET site visit process were interviewed via telephone. The interview was administered in approximately 30 minutes.

The loosely structured interview focused on areas related to the functioning of the CPET:

- The role of the CPET and DOE in administering the MWLC;
- The roles of the DOE and program coordinators in the CPET; and
- The sense of belonging to a consortium.

Two initial questions in each area were scripted. Follow-up questions were asked based on responses to the initial questions. Additional questions were also included to supplement the information gathered about the PETs. A copy of the interview protocol is provided in Appendix B.

Observation

Observational information about the functioning of the CPET was collected by attending the June 3, 1997 CPET meeting in Springfield, Massachusetts. The evaluator paid particular attention to

- how the meeting was conducted
- interactions between program coordinators and DOE personnel
- interactions among program coordinators.

The meeting lasted approximately 4 hours. It was attended by coordinators from three of the seven programs, a representative from a fourth program, and three representatives of the department of education.

Archival Records

To provide background and supplementary information the evaluator reviewed archival materials related to the functioning of the CPET. These materials included minutes of CPET meetings, surveys administered to CPET members, materials presented to the CPET, and information collected in previous evaluations.

Background

The CPET was established to mirror the team approach of the PET model at the partnership level. The CPET includes the project staff from the DOE and each of the seven program coordinators. The original application for funding for the *Massachusetts Workplace Literacy Consortium* (March, 1994) provides the following description of the CPET:

> All Consortium activities are overseen by the Consortium Planning and Evaluation Team (Consortium P.E.T.). This united body of partnership coordinators and a state-hired Consortium staff (full-time Coordinator and half time Assistant Coordinator) works to identify needs among its membership, ensures delivery of appropriate training support and technical assistance, and, like the partnership P.E.T.s, evaluates its activities in two written reports during the course of the three years' funding. (p.48)

Questions/Discussion

- Did the CPET act as a governing body?
- Was there a sense of belonging to a consortium?
- What were the advantages/disadvantages of the consortium model?

Question 1: Did the Consortium PET act as a governing body?

Working Toward Quality, the Year 2 evaluation of the MWLC addressed the issue of "*The Consortium PET as Governing Body.*" It is clear from the discussion in that report that during the implementation of the project there was some level of disagreement about the responsibilities of CPET members and the role of the CPET in governing the MWLC. A review of minutes of CPET meetings from the period March, 1995 through November, 1996 revealed that the function of the CPET and its range and limits of authority to govern were two issues that dominated the agenda during that time period.

Based on the materials reviewed and interviews conducted for the current evaluation, it can be concluded that the CPET did not *govern* the MWLC. As described by the program coordinators, the CPET served two roles in the governance of the MWLC. First, the CPET served in an advisory capacity to the DOE. Second, the CPET members (program coordinators) served as managers carrying out the directives of the DOE and fulfilling reporting requirements for the program.

It was clear from the interviews, however, that several of the coordinators did not understand or accept this role at the beginning of the project. These coordinators believed that the governance of the consortium would be shared by the DOE and program coordinators through the CPET. Over time, all coordinators understood their role in the project although they did not all fully accept it. An example from the final CPET meeting in June, 1997 illustrates this point. At that meeting, the Consortium Coordinator, a DOE representative, presented the coordinators with a list of options for using remaining funds available to the project. The list had been compiled by the DOE prior to the CPET meeting and some potential options had been eliminated from consideration. Interactions at the meeting and conversations between the evaluator and coordinators after the meeting revealed that some coordinators were not pleased with their limited role in the decision-making process.

Question 2: Was there a sense of belonging to a consortium?

The program coordinators had mixed responses to the question of whether there was a sense of belonging to a consortium in the project. The overall impression that emerged from responses to this question was that coordinators felt that the operating model that emerged during the project did not live up to their expectations of a consortium, but did have many benefits over working alone. They did feel that they were part of a team working toward a single goal. The coordinators provided strong positive feedback about the role of the CPET in accomplishing tasks such as

- establishing mechanisms for support and sharing of resources, expertise, and effective operational models for all partnerships, and
- establishing a curriculum focus group to develop curriculum guidelines and frameworks to link curricula of different projects.

Overall, the lack of a sense of a consortium was attributed to two related factors concerning the management of the project by the DOE:

1. lack of control over spending decisions; and
2. more DOE control than anticipated.

Throughout the project, there was a sense that many decisions were being made outside of the CPET and delivered to the CPET by the Consortium Coordinators. Adding to the feeling of a lack of control were the many reporting requirements of the Massachusetts

DOE and the US DOE. The failure of the computerized system for collecting data required for the US DOE added to the coordinators' sense of frustration.

Throughout the interviews, coordinators separated their opinions on the control exercised by the DOE and the support provided by the Consortium Coordinators (representatives of the DOE). As will be discussed in more detail in response to the next question, coordinators were generally positive about the quantity and quality of efforts of the Consortium Coordinators.

In joining the Massachusetts Workplace Literacy Consortium, many program coordinators felt that their programs were entering into a full partnership or alliance with the MA DOE and the other education providers. In the end, the consensus was that the relationship was something less than a full partnership. However, this did not lessen many of the benefits derived from the consortium model.

Question 3: What were the advantages/disadvantages of the consortium model?

The consortium model was designed to enhance the literacy programs in each of its partner sites. Through features such as cooperative planning efforts comprehensive programs of staff training and resource sharing, technical assistance and instructional support the MWLC would offer partners a more cost effective method for delivering services. Further, the pooling of resources in the MWLC would allow many small businesses to offer services that otherwise would be beyond their means. The application for funding for the Massachusetts Workplace Literacy Consortium included a list of advantages to education providers and business partners of the consortium model (Table 4).

Table 4: Advantages of the Consortium Model

The consortium model: • builds upon nine years of Massachusetts Workplace Education successes and mistakes • is most cost effective • coordinates and distributes available resources • avoids duplication of effort and services, and • greatly facilitates communication and dissemination of information among partnerships sharing similar concerns.
The model provides clear strategies to: • address the needs of small business within a larger framework • build the capacity of individual partnerships • draw upon the wealth of expertise and resources within the state, and • produce and disseminate materials in the field that are specific to industries critical to the state's economic recovery and renewed competitiveness.

There was general agreement among the program coordinators that the MWLP did provide the benefits listed in Table 4. Asked during the interview to discuss the advantages of belonging to the consortium at least one coordinator mentioned each of the

nine advantages listed and most of the advantages were mentioned by several of the coordinators.

There were three themes that dominated the coordinators' discussion of the advantages of the consortium model. In one form or another, the coordinators' responses focused on

1. the cost effectiveness of the model,
2. the ability to share resources and draw on the resources of the state, and
3. the opportunities for communication with colleagues.

Coordinators also mentioned several specific products or services that were developed/disseminated during the course of the MWLC. In particular, several coordinators praised the consortium's efforts in the area of distance education. One project developed was the use of televised mini-courses which were offered in the fall of 1995 and 1996. Another project was the development and implementation of a computer-assisted instruction package with a focus on basic literacy skills in the health care industry. Finally, the MWLC also explored options for the use of video conferencing to effectively deliver material to more students. Apparently, some of these efforts were more successful than others. However, even when discussing an offering that was not very successful or not as relevant to their particular program, coordinators consistently presented the effort in a very positive manner.

A final observation about coordinators' discussion of the advantages of the consortium model concerns the role of the MA DOE. In contrast to their discussion of the role of the DOE in the governance of the MWLC, coordinators were quite positive about the role of the DOE in facilitating a) the development and dissemination of materials and services, and b) the opportunities for communication among the MWLC partners. Separating out the role of the DOE as manager of the MWLC, the program coordinators were positive about the efforts of the DOE, and in particular the Consortium coordinators, to provide the support needed to accomplish the goals of the MWLC.

Coordinators did not provide any specific examples of disadvantages of the consortium model. That is, even those who were especially dissatisfied with the governance of the MWLC, did not indicate that their program suffered at all from membership in the MWLC. The only negative concern expressed by coordinators was the time required to travel to and from the monthly CPET meetings.

Section IV: Planning and Evaluation Team

Overview

The central focus of the Year 3 evaluation was the functioning and organization of the local Planning and Evaluation Teams (PETs). The PETs were designed to mirror the partnership model that characterized the MWLC. The PETs were established as the local governing body for the workplace education program within each organization. They included representatives from all relevant stakeholders including the education provider, teachers, company management, unions, and student/workers. This evaluation addressed issues such as

- participation and roles of members of the organization;
- problems/barriers to full participation in the PET;
- obstacles faced by the PET;
- types of decision-making process/style;
- meeting environment; and
- role of the PET in the institutionalization of the workplace literacy program.

Methodology

Data Collection

A variety of methods were used to collect data concerning the PETs. Most of the data were collected during site visits to a sample of 10 PETs. Each site visit provided a) observational data, b) a participation chart, c) a group interview, and d) individual surveys completed by PET members. In addition to the site visits, additional information concerning the PETs was collected as part of the individual interviews with the program coordinators conducted for the CPET evaluation. The program coordinator interview process is described fully in the CPET section of this report. This section will focus on the methods used to collect data during the site visit.

Site Visit Sample

The sample used for this portion of the evaluation was PETs from 10 of the 22 partnership sites. The sites selected represented a cross section of the MWLC partnerships based on factors such as type of industry, location, organization (union/non-union), and company size. The breakdown of the sample selected on each of these factors is presented in Table 5. A complete list of the sites visited is presented in Appendix C.

Table 5: Characteristics of Sample Sites
Industry: Healthcare - 5 Manufacturing - 4 Education - 1
Location: Greater Boston - 5 Central Massachusetts - 2 Southeastern Massachusetts - 1 Western Massachusetts - 2
Organization: Union - 3 Non-union - 7
Size: Mid-size - 5 Large - 5

Site Visit Process

The evaluator conducted the site visits between April, 1997 and July, 1997. The original plan called for the following process to be conducted at each site visit:

- PET participation chart completed
- observation of the PET meeting
- administration of the group interview with PET members
- distribution of the individual surveys.
- collection of ancillary materials such as meeting agenda and reports distributed at the meeting.

This format was followed at six of the ten sites. At the remaining four sites, the evaluation was the only item on the PET meeting agenda which eliminated the opportunity to observe a full PET meeting. Full PET meetings lasted approximately one hour. Evaluation only visits took approximately 30 minutes.

PET Participation Chart

A **PET Participation Chart** (see Appendix D) was completed at the beginning of each meeting to collect the following information from each person attending the meeting:

- Name
- Position (e.g., education provider, management, worker/student)
- Current PET membership status
- Time served on PET
- Number of PET meetings attended during the past 12 months.

The program coordinator was also asked to complete the chart for current PET members who were unable to attend the meeting. The chart provided information on representation on the PET and turnover of PET members.

Group Interview

The group interview was the primary method for collecting data during the site visit. The interview was conducted by the evaluator using a survey/interview protocol which was distributed to all PET members. PET members were given the option of providing additional information in written form and returning the interview protocol with their individual survey. This option was included to accommodate PET members who may not have been comfortable responding in the group setting.

The interview protocol was developed with input from the evaluator, the Consortium Coordinator, and the evaluation unit of the DOE. A draft of the survey was distributed to program coordinators for their review and comment. The protocol contained 11 questions concerning

- participation in the PET;
- appropriateness of the PET model;
- success/obstacles to the workplace education program;
- support structure for the PET;
- advantages/disadvantages of the PET model; and
- institutionalization.

All but one of the questions were either open-response or a combination of forced-choice and open-response. The first question was a forced choice question concerning participation in PET governance tasks. A copy of the interview protocol is provided in Appendix D.

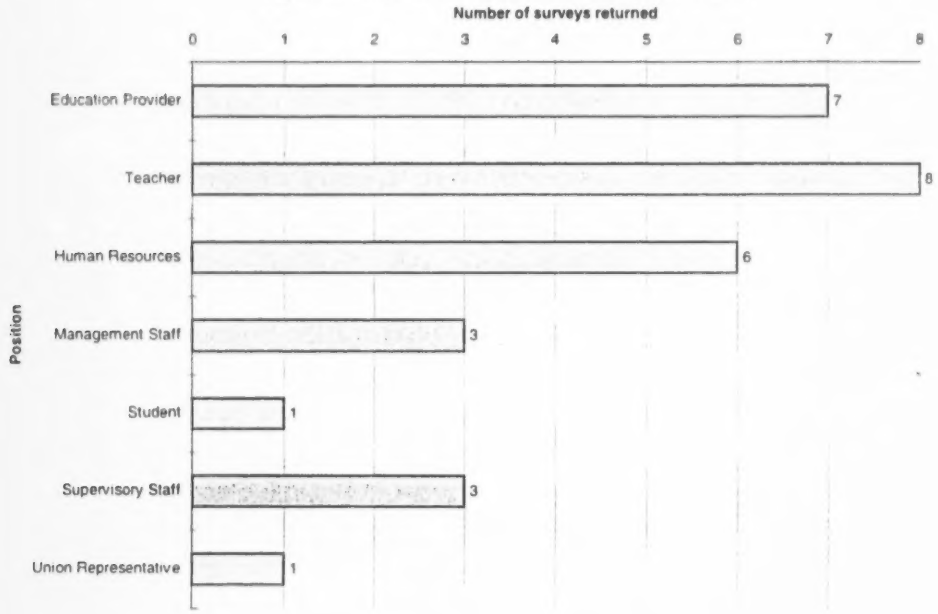
Individual Survey

An individual survey was used to supplement information collected during the group interview. The survey addressed many of the same issues as the group interview, but was designed to elicit opinions that PET members may not have been comfortable expressing in front of their colleagues. PET members were provided with a postage-paid, addressed envelope to return the survey.

The survey contained eight questions. Two of the questions were forced-choice questions. The remaining questions were open-response or a combination of forced-choice and open response. Like the group interview, the individual survey was developed with input from the evaluator, the Consortium Coordinator, and the evaluation unit of the DOE. A copy of the individual survey is provided in Appendix D.

Completed surveys were received from 28 PET members. At least one survey was returned from each PET visited. Four surveys each were returned from three of the PET sites. One of the returned surveys was completed by a current student and one was completed by a former student (currently a union representative). A distribution of the persons returning surveys by position is provided in Figure 1.

Figure 1: Respondents to Individual Survey by Position



Observation Form

The evaluator completed an observation form at each PET site visit. The form was used to collect information on the layout of the meeting room, seating arrangements, participation, and organization of the meeting. A copy of the form is provided in Appendix D.

Questions/Discussion

Question 1: Is there participation on the PET by all relevant stakeholders?

To properly answer this question, it is necessary to separate it into two parts:

1. Is there participation on the PET by all other relevant stakeholders?
2. Is there participation on the PET by students/workers?

It was clear from both observations of the PET meetings and responses from PET members that student participation on the PET was a distinct issue from participation by all other members. Issues such as language barriers, position within the company, and length of time on the PET present unique challenges to student participation. Therefore, student participation on the PETs will be addressed in response to Question 2. In this section, the focus will be on the participation of other stakeholders.

There is no evidence of explicit or implicit barriers on the participation of any members of the PET. Observations of PET meetings revealed a high level of interaction and participation by all PET members. In general, informal interactions among all PET members began prior to the start of the meeting and continued throughout the meeting. Members appeared to be comfortable voicing their opinions. Survey responses also indicated that all members were able to fully participate in PET discussions and decision-making.

A more serious threat to full participation, however, may be certain groups opting out of the PET process. At two sites, lack of consistent participation by company management (other than the human resources director) was identified as a problem for the PET. At another site, under-representation of supervisory staff was a concern.

Although participation by all members was considered important, PET members placed particular importance on the participation of supervisory level staff. Gaining input and buy-in from workers' direct supervisors was identified as a critical factor in determining the success of the PET and the workplace education program. One problem identified at three of the large company sites was the difficulty of gaining buy-in from representatives from all departments affected by the workplace education program. Their PETs had been designed to include one or two staff members from the supervisory level, but there were five or more departments with students participating in the program. They did not recommend increasing the size of the PET to include all supervisors, but emphasized that measures had to be taken to ensure that input was received from all supervisors.

Question 2: Is there participation on the PET by students/workers?

According to coordinators, concern about student participation on the PETs has been a major issue since the beginning of the project. There was a fear that although student input was critical, obtaining student participation could be the weak link in the PET model. Coordinators anticipated that the greatest obstacles to student participation would be students'

- difficulties in expressing themselves in English
- reluctance to speak in front of their supervisors and other company management.

Observations of the PET meetings and survey responses indicate that lack of student participation was a problem for some PETs. One-quarter of the survey respondents

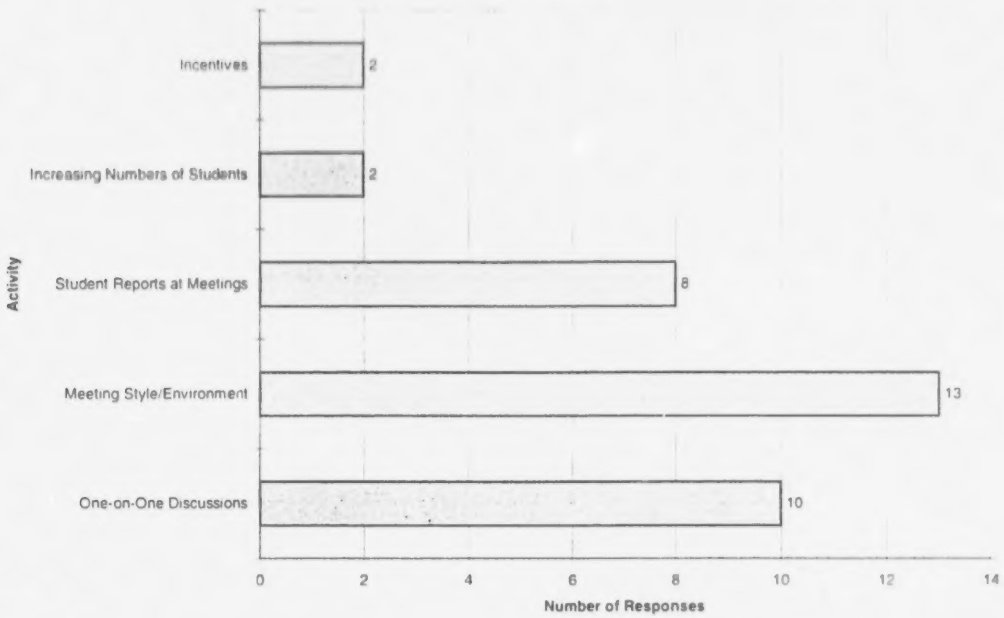
responded "No" to the question *"Do students have a full voice in the activities of your PET?"*. The most common explanation for their response was students' inability to speak English. This was especially true for beginning ESL students who were PET members. The reluctance of students to speak in front of management was also mentioned on the surveys by a small number of respondents. Observations at the PET meetings support the argument that language barriers were a greater problem than reluctance to speak. At four PET meetings where the student member was fluent in English, he/she actively participated in the discussions. (It should also be noted, however, that in only one case was a controversial or confrontational issue discussed at the meetings attended by the evaluator. That issue was raised by the student representative.)

Another issue that emerged as a potential barrier to students' effectiveness on the PET was their rate of turnover on the PET. On some PETs there was a high rate of turnover of the student representative due to a) students' completing the program, or b) a planned system of rotating students through the PET. In other cases, the same student had served on the PET since its inception. As expected, students with greater longevity on the PET appeared to be more comfortable and more willing to participate.

As was the case with supervisors, under-representation of students was mentioned as a problem at the larger companies. In many cases, there was a single student representative in a program with more than 100 students spread across 10-15 classes. One site attempted to solve this problem by forming a "student PET" with members from each of the classes. This group would meet shortly before the regular PET meeting and prepare a report to be delivered by their representative on the PET.

PETs have tried a number of approaches to support and encourage student participation. The most commonly used approaches involved attempts to make student involvement a regular part of the PET meeting. In some cases, the program coordinator made it a point to regularly direct questions to the student representative. In other cases, a student report was made a regular agenda item. Also, many teachers reported meeting with the student representative individually prior to the PET meeting. The distribution of responses to the survey question, *"What does your PET do to encourage student participation and input into PET discussions and decisions?"* is presented in Figure 2.

Figure 2: Efforts Taken to Promote Student Participation in the PET



Question 3: Is a PET important to the success of a workplace education program?

There was unanimous agreement that the PET model was critical to the functioning of a workplace education program. In the group interview, individual interviews with the program coordinators, and responses to individual surveys PET members consistently expressed the opinion that it would be very difficult to develop, implement, and institutionalize a workplace education program without a PET. PET members unanimously responded 'yes' to the following questions:

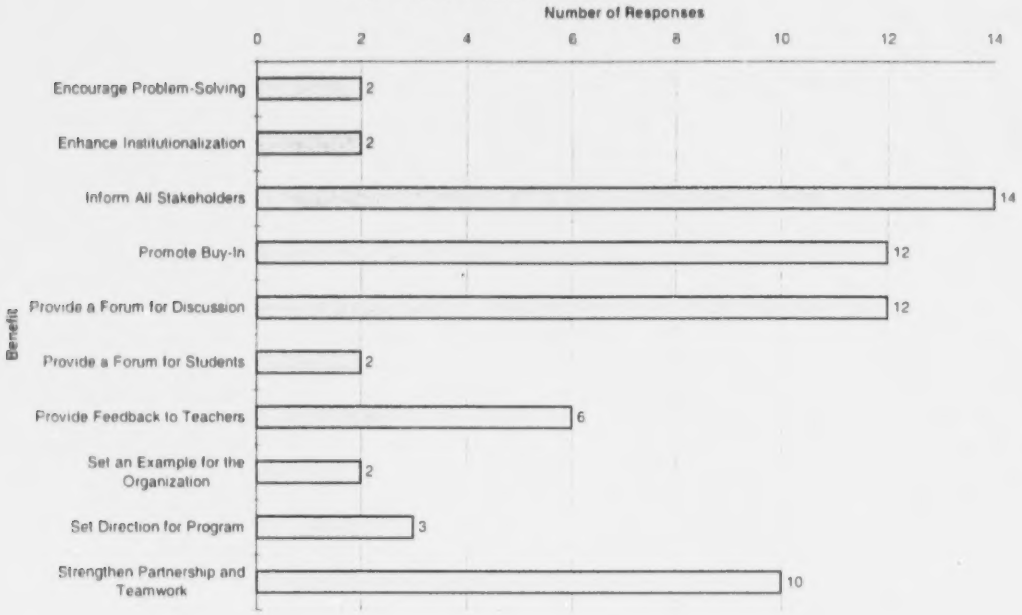
- *If you were starting a new workplace education program, would you have a Planning and Evaluation Team?*
- *Would you want to be part of a future Planning and Evaluation Team?*

PET members provided a variety of reasons for the importance of the PET. The most commonly cited reasons were that the PET

- provides the opportunity to keep all stakeholders informed on a regular basis;
- presents a forum for open discussion;
- strengthens the partnership and team approach within the organization; and
- promotes buy-in from all stakeholders.

A complete distribution of stated benefits of the PET model in enhancing the workplace education program is provided in Figure 3.

Figure 3: Benefits of the PET Model



A great deal of emphasis was placed on the importance of the PET in obtaining buy-in from all stakeholders. In particular, participation and buy-in from management and supervisory staff was considered a key to success.

In addition to *informing all stakeholders*, a significant group of respondents also made it a point to mention the importance of the PET in providing feedback to the teacher. Teachers were able to better shape/adjust their curriculum, make scheduling changes, and understand the organization because of their participation on the PET.

The only disadvantage of the PET model mentioned by PET members was the time commitment necessary to have an effective PET. One suggestion consistently offered as a change to the PET model was to have less frequent (but regularly scheduled) meetings after the program was established. It should be noted that attendance records indicated that most current PET members attend nine or ten meetings per year.

Another issue mentioned as detrimental to the PET model was the lack of participation by key company personnel. In three cases, the PET had a great deal of trouble obtaining consistent participation from company management due to a high rates of turnover and corporate restructuring.

Question 4: How are PET meetings conducted?

Across industries and types of organization there was a uniformity to the PET meetings observed for this evaluation. In all cases the PET meetings were conducted in an informal and relaxed manner. Although there was a chairperson conducting each meeting, interactions between all members were quite unrestrained. In general, the role of the chairperson was to ensure that all items on the agenda were discussed and that a date was set for the next meeting.

In all but one case, the program coordinator chaired the meeting. Teachers, however, were often the focus of most of the discussion: providing class updates, attendance reports, and providing/seeking information of other PET members. With the exception of some student representatives, all PET members participated at every meeting attended. The interactions were all friendly and professional.

In general, the meetings were held in a comfortable, quiet environment. Most meetings were held in a conference room or board room. At the manufacturing companies, the meetings were held close to the work floor, but in a quiet room.

Question 5: Did the PET receive sufficient support?

PET members were asked to indicate what additional support and assistance their PET could have received during the course of the project. Individuals were also asked to rate the quality of support provided by the following groups:

- Department of Education
- Consortium PET
- Program Coordinator
- Other PET members
- Business/Organization
- Union

Overall, in both the group interview and on the individual surveys, members gave high ratings to the support provided by the program coordinator, other PET members, the organization, and the union. There were specific cases, noted previously, where the management has not been very involved in the PET process and this was reflected in the ratings given at those sites.

Support from the DOE was discussed primarily in terms of materials provided or produced during the project and conference opportunities. PET members were positive about these efforts. The only specific additional support requested of the DOE was more of a presence on site. Several PET members indicated that they would have liked to have had a DOE representative visit their meetings, classes, or activities two to three times per year.

The discussion of support from the Consortium PET was quite interesting. PET members had virtually no knowledge of the Consortium PET or the consortium. The few exceptions were members who had attended state or national conferences. Many PET members were aware that their provider was in partnership with other businesses, but were unaware of a statewide network.

Question 6: What role does the PET play in the institutionalization of the program?

The simple answer to this question is that the PET is helpful but not sufficient to ensure that the program is institutionalized. Program coordinators and PET members at all sites reported that the decision to continue or institutionalize the workplace education program would be based on factors other than the success of the program. In many cases, however, they did feel that without the buy-in and teamwork promoted by the PET that the organization would not even be considering continuing the program. At one site with a strong PET, the continuation of support for the workplace education program was one of the first items that labor and management agreed upon during a tense contract negotiation.

At all sites, PET members expressed the opinion that all of their activities throughout the course of the project were aimed at enhancing the chances for the success of their programs and therefore helping to ensure its continuation. Additionally, at four sites the PET had been actively involved in preparing reports, budgets, or proposals for the continuation of the program beyond the current funding cycle. However, as PET members at two sites mentioned, it must also be remembered that many PET members (e.g., program coordinators, teachers, students, unions) may have high personal stakes associated with the continuation of the program. This could confound an interpretation of the actions of the PET toward ensuring that the program continues.

Appendix A

Program Standards and Quality Indicators for Workplace Education

Massachusetts Department of Education

October, 1997

Introduction

The Development of Standards and Indicators

The Draft Standards and Quality Indicators for Workplace Education Programs define the conditions under which effective education programs can best develop, and identify outcomes and impacts expected of those programs. The current iteration is the result of many rounds of input from representative groups of experienced workplace educators, employers, union representatives, policy-makers, academics and evaluators. Their on-going review has enabled the Standards/Indicators to become more specific, while retaining their relevance to programs that may be diverse by size, funding source, industry, union involvement, and type of partnership (workplace and education provider, consortium, in-house labor-management program, etc.). The current Draft Standards and Indicators are intended to make the collective knowledge and experience of the field available to guide program start-up and development, on-going self-evaluation, and funding decisions.

Underlying Assumptions

Embedded in the Standards/Indicators are some assumptions that should be made explicit. The first is that learning to read, write, do math, or speak a new language requires a significant commitment of time. Unlike skill enhancement workshops that may be effective after a few hours, basic education for those who are learning for the first time takes hundreds of hours (see Adult and Community Learning Services (ACLS)/DOE service delivery chart below). There are no long-lasting shortcuts. The workplace context demands thoughtful considēration of how to satisfy work coverage and production needs while addressing educational goals realistically.

Second, Standards/Indicators presume the availability of technical assistance and support for developing programs. Since many of the most promising practices in workplace education have short histories and limited documentation, there remains a need for program support and staff development. Specifically, programs may need assistance in areas such as workplace needs analyses, authentic assessment of program outcomes and impacts, and curriculum development.

Finally, the standards acknowledge that workplace education is only effective when it responds to both the self-defined needs of worker-students and employers, which may differ. Workers may prefer to practice their skills using community and family topics, which may not immediately appear to be work-related. However, high-interest lessons will expedite the acquisition of basic skills, which will then transfer to the workplace. This transfer is the responsibility of the educators, who relate the coursework to workplace applications, and of the other partners, who create workplace opportunities for students to practice and demonstrate their learning.

The Document

The Standards/Indicators document is organized according to three aspects of a workplace program - governance, staffing, and student services. Each of the three opens with a cover sheet outlining the standards (expectations of performance) and related quality indicators (evidence of

achievement) of excellence. Attached to this is a chart which repeats the standards and lists not only the quality indicators of excellent programs, but also quality indicators of basic and developing programs. These descriptions incorporate what has been learned by seven years of public/private collaborations and can be helpful in self-evaluating a program's strengths and weaknesses.

Definitions of Terms

The follow terms are used throughout the Standards/Indicators document and are intended to mean:

stakeholders: all parties that have an interest in workplace education including, but not limited to: management, supervisors, employees, union, education coordinator/provider, and teachers. The governing team (GT) is made up of all stakeholders.

workplace needs analysis (WNA): a process of assessing the needs of an organization in order to identify which needs can be appropriately addressed by a workplace education program. In this process, a representative sample of all employees are interviewed.

adult basic education (ABE) curriculum frameworks: field-generated guidelines for applying current adult learning theory to the classroom.

ACLS GUIDELINES FOR CLASS SIZE AND HOURS

Service Type	Class Size		Estimated Hours Needed to Complete Category	Minimal Contact Hours Needed	Hours of Instruction Per Week	
	Range	Preferred			Range	Optimal
ABE/Literacy (0-5.9)	5-20	5-10	650-900	200	5-20	8-15
Pre-ASE (6-8.9)	5-20	7-15	150-300	65	5-20	8-15
ASE (9-12)	5-20	9-15	120-300	20	5-20	8-15
ESOL (SPL 0-4)	5-20	11-20	450-700	125-150	5-20	8-15
ESOL (SPL 5-6)	5-20	11-20	300-450	100	5-20	8-15
ESOL (SPL 7-10)	5-20	11-20	200-300	50	5-20	8-15

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Governance

Standard #1: There is a formal, well-attended partnership/governing team (GT) established among all stakeholders (including management, supervisors, employees, education provider, teachers, and union where present) which oversees the design, development, implementation, and evaluation of the program.

Indicators:

- All stakeholders can access meetings and participate consistently on the GT; policies are in place which remove barriers to employee participation. All stakeholder representatives participate in more than 75% of governance activities
- GT has established legitimacy and the support of all stakeholders
- There are regular, facilitated meetings of the GT and on-going communication about program and governance activities
- GT has full authority to develop and implement program goals and policies, and to direct practices
- There are regular (class) meetings for students to articulate needs and prepare their representatives to participate in GT meetings. There is a student representative from every class

Standard #2: There are policies and procedures in place to ensure that the GT functions effectively, makes informed decisions, and maintains a supportive learning environment.

Indicators:

- There are standardized procedures for governing and a clear decision-making process. Roles and responsibilities are clear; policies and procedures written
- GT is informed by the stakeholders' workplace needs and strengths, resources, demographics, principles of adult education, and trends in the workplace/industry
- GT defines clearly-articulated goals and expectations for the program which are aligned with the long- and short-term goals of all stakeholders, and which are used to develop an action plan. There is a process in place to integrate GT goals and class-defined goals
- GT uses evaluation data that is relevant to program goals, reliable, accessible, and regularly updated to evaluate and revise program goals and practices. GT responds flexibly to changing circumstances
- There is a full workplace needs assessment (WNA) of contextual, organizational, and learner needs, strengths, and goals

Standard #3: Resources and policies support daily program operations as well as the long-term institutionalization of workplace education into the workplace culture and union contract.

Indicators:

- Resources are adequate to support a full range of student services, competitive salaries for staff, staff training, workplace needs analyses, program evaluation, and governance activities

Governance

Standard #1: There is a formal, well-attended partnership/governing team (GT) established among all stakeholders (including management, supervisors, employees, education provider, teachers, and union where present) which oversees the design, development, implementation, and evaluation of the program.

Basic	Developing	Excellent
- Efforts are made to ensure access to GT by all stakeholder representatives through the development of policies that encourage and support participation. All representatives who express an interest participate in most of the governance activities	- All stakeholders or their representatives can access meetings and carry out governance activities. All stakeholder representatives participate in most of the governance activities	- All stakeholders can access meetings and participate consistently on the GT; policies are in place which remove barriers to employee participation. All stakeholder representatives participate in more than 75% of governance activities
- There are irregular meetings of the GT and communication when a problem arises	- GT is developing legitimacy and the support of all stakeholders	- GT has established legitimacy and the support of all stakeholders
- GT has provisional authority to develop and implement program goals and policies	- There are regular meetings of the GT and on-going communication about program activities	- There are regular, facilitated meetings of the GT and on-going communication about program and governance activities
- There is a student representative on the GT. Students convey their needs and ideas to their rep informally	- GT is working to establish full authority to implement program goals and policies	- GT has full authority to develop and implement program goals and policies, and to direct practices
	- There is more than one student representative on the GT. Reps are given opportunities to stay in touch with all classes/students	- There are regular (class) meetings for students to articulate needs and prepare their representatives to participate in GT meetings. There is a student representative from every class

Standard #2: There are policies and procedures in place to ensure that the GT functions effectively, makes informed decisions, and maintains a supportive learning environment.		
Basic	Developing	Excellent
- Roles and responsibilities are outlined for piloting	- Roles and responsibilities are further defined	- There are standardized procedures for governing and a clear decision-making process. Roles and responsibilities are clear; policies and procedures written
- GT is informed by the stakeholders' workplace needs, strengths, goals and resources, and principles of adult education	- GT is informed by the stakeholders' workplace needs, strengths, goals and resources, and principles of adult education	- GT is informed by the stakeholders' workplace needs and strengths, resources, demographics, principles of adult education, and trends in the workplace/industry
- GT defines goals and expectations for the program	- GT defines goals and expectations for the program and is beginning the process of identifying how program can align with long-term goals of stakeholders. There is recognition that the GT and class have potentially competing but legitimate goals	- GT defines clearly-articulated goals and expectations for the program which are aligned with the long- and short-term goals of all stakeholders, and which are used to develop an action plan. There is a process in place to integrate GT goals and class-defined goals - GT uses evaluation data that is relevant to program goals, reliable, accessible, and regularly updated to evaluate and revise program goals and practices. GT responds flexibly to changing circumstances
- Learner needs, strengths, and goals are assessed; there is limited assessment of workplace needs	- Learner needs, strengths, and goals are assessed; program begins to research the workplace to better understand the work context	- There is a full workplace needs assessment (WNA) of contextual, organizational, and learner needs, strengths, and goals

Standard #3: Resources and policies support daily program operations as well as the long-term institutionalization of workplace education into the workplace culture and union contract.		
Basic	Developing	Excellent
		Resources are adequate to support a full range of student services, competitive salaries for staff, staff training, workplace needs analyses, program evaluation, and governance activities

Student Services

Standard #1: There are learning opportunities and support services designed to meet the needs and goals of adults at the workplace, and an educational ladder linked to a full sequence of educational services in the community.

Indicators:

- Classes and other learning activities are offered at the appropriate level, time, and place (with transportation if off-site) to meet the needs of all students. Classes and other learning activities are scheduled consistently and in long enough duration for learning to occur. Delivery may be in the form of classes, 1-1 tutoring, on-the-job support, and other applicable models

- There is a non-discriminatory process for selecting and placing interested students. All those who want services can access instructional opportunities/support services consistently because the program has policies and incentives that support participation without jeopardizing coverage, production or service delivery, and family responsibilities. Students have access to program offerings until program goals are met

- Students receive 100% paid release time and other incentives for participation, completion, and/or achievement (or compensation as stipulated in union contract)

- There are no employment-related repercussions for participation, non-participation or lack of progress. Policies protect the confidentiality of student records

- Support services (educational counseling, transportation to off-site services, peer advocates, daycare, etc) are in place on-site, as needed, or readily available and easily accessible. All students receive information and counseling support regarding opportunities for further education and training

- Facilities and services are handicapped-accessible and provide for a safe and comfortable learning and working environment for students and staff. Program ability to provide accommodations exists. All staff are trained and integrate support services into daily program operations

Standard #2: The program has a curriculum that flexibly responds to the changing needs, strengths, and goals of students and the GT.

Indicators:

- Program uses a systematic process for regularly assessing learning needs, strengths, and goals and revising the curriculum accordingly

- Student learning needs are determined by a variety of tools, including individual self-assessment and group goal-setting

- Lessons consistently incorporate the needs, strengths, learning styles, experiences, and perspectives of the students

- Teacher adapts materials so that they are relevant to the context (the students' lives, union, and workplace). Teacher uses a variety of materials and activities in an adult-appropriate manner and applies principles of adult learning as articulated in the ABE curriculum frameworks

- Classes focus on the development of skills, knowledge and abilities that are transferable

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to various contexts (within and outside of work) and help students make these transferences. Lessons include but are not limited to workplace-related content

- Curriculum encourages critical thinking skills so that students can improve their lives and workplace, and can apply new skills and knowledge to problematic situations.

Standard #3: There is demonstrable progress, according to all stakeholders, toward program goals.

Indicators:

- There is demonstrable evidence of substantial progress (toward anticipated and unanticipated goals) for all stakeholders.

- There is recognition that changing conditions and/or goals affect performance and impact.

- Program uses a variety of evaluation tools to document a comprehensive, "authentic" view of student progress and satisfaction.

- Policies and practices are in place to ensure that workers are given opportunities to practice and demonstrate new abilities on the job.

- At least 75% of the students enrolled in the program participate consistently in planned instructional activities.

- At least 75% of the students achieve the learning standards or objectives of instruction.

- Those who do not achieve the standards or objects are evaluated and receive guidance for further education or services

- All students can apply what they have learned at work, in the union, at home, and in the community.

- Students who pursue further education and training are tracked at least once after leaving the program.

Student Services

Standard #1: There are learning opportunities and support services designed to meet the needs and goals of adults at the workplace, and an educational ladder linked to a full sequence of educational services in the community.

Basic	Developing	Excellent
- Classes are offered at levels, times, and places that accommodate the most students		-- Classes and other learning activities are offered at the appropriate level, time, and place (with transportation if off-site) to meet the needs of all students. Classes and other learning activities are scheduled consistently and in long enough duration for learning to occur. Delivery may be in the form of classes, 1-1 tutoring, on-the-job support, and other applicable models
- There is a non-discriminatory process for selecting and placing interested students. The organization is developing policies so that students can access instructional opportunities/support services consistently without jeopardizing coverage, production or service delivery, and family responsibilities. Students have access to classes and other learning activities on a space-available basis	- There is a non-discriminatory process for selecting and placing interested students. At least 50% of those who want services can access instructional opportunities/support services consistently because the program has policies and incentives that support participation without jeopardizing coverage, production or service delivery, and family responsibilities. Students have access to 120 hours of instruction	- There is a non-discriminatory process for selecting and placing interested students. All those who want services can access instructional opportunities/ support services consistently because the program has policies and incentives that support participation without jeopardizing coverage, production or service delivery, and family responsibilities. Students have access to program offerings until program goals are met
- Students receive 50% paid release time (or compensation as stipulated in union contract)	- Students receive 50% paid release time and other financial (e.g., bonus, increase) and non-financial incentives (e.g., recognition) for participation, completion, and/or achievement (or compensation as stipulated in union contract)	- Students receive 100% paid release time and other incentives for participation, completion, and/or achievement (or compensation as stipulated in union contract)
- There are no employment-related repercussions for participation, non-participation or lack of progress. Policies protect the confidentiality of student records	- There are no employment-related repercussions for participation, non-participation or lack of progress. Policies protect the confidentiality of student records	- There are no employment-related repercussions for participation, non-participation or lack of progress. Policies protect the confidentiality of student records
- Support services are available through referral. At least 50% of the students receive information and counseling support regarding opportunities for further education and training.	- Educational counseling services are available informally on-site; other services are available through referral. At least 75% of the students receive information and counseling support regarding opportunities for further education and training	- Support services (educational counseling, transportation to off-site services, peer advocates, daycare, etc) are in place on-site, as needed, or readily available and easily accessible. All students receive information and counseling support regarding opportunities for further education and training

- Facilities and services are handicapped-accessible and provide for a safe and comfortable learning and working environment for students and staff. Program ability to provide accommodations exists through referral system	- Facilities and services are handicapped-accessible and provide for a safe and comfortable learning and working environment for students and staff. Program ability to provide accommodations exists through a combination of referrals and some trained staff	- Facilities and services are handicapped-accessible and provide for a safe and comfortable learning and working environment for students and staff. Program ability to provide accommodations exists. All staff are trained and integrate support services into daily program operations
Standard #2: The program has a curriculum that flexibly responds to the changing needs, strengths, and goals of students and the GT.		
Basic	Developing	Excellent
- There is a process for assessing learning needs, strengths, and goals and revising the curriculum accordingly, but it is not yet articulated or consistent - Program uses at least one evaluation tool to document student progress and satisfaction - Lessons relate to the workplace, but inconsistently incorporate the needs, strengths, experiences, and perspectives of the students - Materials are relevant to a workplace setting but not customized to this workplace. Teacher is aware of ABE curriculum frameworks and applies some principles of adult learning - Teacher has basic training and is aware of the need for further training/technical assistance	- There is a regular process for assessing learning needs, strengths, and goals but it is unevenly applied to curriculum development - Program uses more than one appropriate evaluation tool to document student progress and satisfaction - Lessons partially incorporate the needs and strengths, experiences, and perspectives of students - There is a documented attempt to adapt materials to the context. Teacher makes efforts to implement the ABE curriculum frameworks and apply principles of adult learning	- Program uses a systematic process for regularly assessing learning needs, strengths, and goals and revising the curriculum accordingly - Student learning needs are determined by a variety of tools, including individual self-assessment and group goal-setting - Lessons consistently incorporate the needs, strengths, learning styles, experiences, and perspectives of the students - Teacher adapts materials so that they are relevant to the context (the students' lives, union, and workplace). Teacher uses a variety of materials and activities in an adult-appropriate manner and applies principles of adult learning as articulated in the ABE curriculum frameworks - Classes focus on the development of skills, knowledge and abilities that are transferable to various contexts (within and outside of work) and help students make these transferences. Lessons include but are not limited to workplace-related content - Curriculum encourages critical thinking skills so that students can improve their lives and workplace, and can apply new skills and knowledge to problematic situations

Standard #3: There is demonstrable progress, according to all stakeholders, toward program goals.		
Basic	Developing	Excellent
- There is demonstrable evidence of substantial progress (toward anticipated and unanticipated goals) for at least one stakeholder	- There is demonstrable evidence of substantial progress (toward anticipated and unanticipated goals) for the participant and at least one other stakeholder	- There is demonstrable evidence of substantial progress (toward anticipated and unanticipated goals) for all stakeholders
-There is recognition that changing conditions and/or goals affect performance and impact	-There is recognition that changing conditions and/or goals affect performance and impact	- There is recognition that changing conditions and/or goals affect performance and impact - Program uses a variety of evaluation tools to document a comprehensive, "authentic" view of student progress and satisfaction
	- Program is developing policies and practices are in place to ensure that workers are given opportunities to practice and demonstrate new abilities on the job	- Policies and practices are in place to ensure that workers are given opportunities to practice and demonstrate new abilities on the job
- Half the students enrolled in the program participate consistently in planned instructional activities	- 75% of the students enrolled in the program participate consistently in planned instructional activities	- At least 75% of the students enrolled in the program participate consistently in planned instructional activities
- At least 50% of the students demonstrate progress towards the learning standards or objectives of instruction	- At least 75% of the students demonstrate progress toward the learning standards or objectives of instruction	- At least 75% of the students achieve the learning standards or objectives of instruction. Those who do not achieve the standards or objects are evaluated and receive guidance for further education or services
- At least half the students can apply what they have learned at work, in the union , at home, and in the community	- Most of the students can apply what they have learned at work, in the union, at home, and in the community	- All students can apply what they have learned at work, in the union, at home, and in the community
- At least half of the students who pursue further education and training are tracked at least once after leaving the program	- Students who pursue further education and training are tracked once after leaving the program	- Students who pursue further education and training are tracked at least once after leaving the program

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Staffing

Standard #1: Staff is competent to teach the relevant subject matter to a diverse population of adults in the workplace.

Indicators:

- Staff has experience teaching adults in workplace settings, and has experience working with multi-ethnic populations
- Staff has experience and skill in teaching the relevant subject matter: reading and writing, oral communication, math, etc.
- Staff is skilled in creating original curricula tailored to each worksite and responsive to the goals of each group of students
- Staff is skilled in assessing and evaluating learners' skills and progress and in teaching students how to evaluate their own learning
- Staff is skilled in working within a business, union, or labor/management context. Staff has some expertise in gathering qualitative and quantitative data for diverse stakeholders

Standard #2: Staff is compensated at competitive salary levels for teaching, curriculum development, professional development, student assessment, and program development.

Indicators:

- Staff is a mix of part-time and full-time, with full benefits
- Staff is paid for contact hours and at least 2 hours of prep time, 2 hours of curriculum development time, 1 hour of assessment and documentation time, and 1 hour of planning/ adminstrative time for each four contact hours worked (6:4). At least 2.5% of their time is allocated to training and development. At least 4.5% of their time is allocated to program planning, recruitment, evaluation, and improvement. This includes attending company-sponsored training, communicating with company personnel, time on the floor
- All stakeholders participate in offering a comprehensive staff orientation to the workplace, its culture and dynamics
- Staff development opportunities include specialized workplace education trainings informed by trends in the industry, the workplace, the labor movement, and the field of adult education, and in-house company training in which students/employees attend. This will increase staff's understanding of business issues, needs, and processes

Standard #3: Staffing is adequate to cover the tasks and functions needed to support students through the program.

Indicators:

- Staff is skilled in educational counseling and uses referral network
- Program involves all workplace personnel and orients them to principles of adult learning
- There are trained support service workers on staff (counselors, day care workers, etc.)
- Staff turnover is low

Staffing

Standard #1: Staff is competent to teach the relevant subject matter to a diverse population of adults in the workplace.

Basic	Developing	Excellent
- Staff has teaching experience but no workplace experience, OR is highly experienced in the workplace setting with some training in adult education methods/materials	- Staff has at least 1 year experience in workplace settings, OR is highly experienced in the workplace setting and is working toward expertise in adult education methods/ materials	- Staff has experience teaching adults in workplace settings, and has experience working with multi-ethnic populations
- Staff are knowledgeable about the relevant subject matter	- Staff participates in professional development opportunities in the areas of customized curriculum development, student-centered education, and/or authentic assessment, learning more about the company, and an awareness of the demands placed on the adult worker/student / and is beginning to apply new ideas in these areas	- Staff has experience and skill in teaching the relevant subject matter: reading and writing, oral communication, math, etc.
- Staff is aware of the need for further professional development in the areas of customized curriculum development, student-centered education, and/or authentic assessment and has identified next steps for professional development		- Staff is skilled in creating original curricula tailored to each worksite and responsive to the goals of each group of students
- Staff has basic knowledge about assessing and evaluating students' skills and progress		- Staff is skilled in assessing and evaluating learners' skills and progress and in teaching students how to evaluate their own learning
- Staff has basic awareness and ability to reach and coordinate with other stakeholders and resource entities	Staff has some experience in working amongst varied stakeholders	- Staff is skilled in working within a business, union, or labor/management context. Staff has some expertise in gathering qualitative and quantitative data for diverse stakeholders

Standard #2: Staff is compensated at competitive salary levels for teaching, curriculum development, professional development, student assessment, and program development.		
Basic	Developing	Excellent
- Staff is part-time, with pro-rated benefits	- Staff is a mix of full-time and part-time, with pro-rated benefits	- Staff is a mix of part-time and full-time, with full benefits.
- Staff is paid for contact hours and at least 1 hour of prep time, 1 hour of curriculum development time, and 1 hour of assessment and documentation time for each four contact hours worked (3:4). At least 2.5% of their time is allocated to training and development. At least 4.5% of their time is allocated to program planning, recruitment, evaluation, and development	- Staff is paid for contact hours and at least 1 hour of prep time, 1 hour of curriculum development time, and 1 hour of assessment and documentation time for each four contact hours worked (3:4). At least 2.5% of their time is allocated to training and development. At least 4.5% of their time is allocated to program planning, recruitment, evaluation, and development	- Staff is paid for contact hours and at least 2 hours of prep time, 2 hours of curriculum development time, 1 hour of assessment and documentation time, and 1 hour of planning/ administrative time for each four contact hours worked (6:4). At least 2.5% of their time is allocated to training and development. At least 4.5% of their time is allocated to program planning, recruitment, evaluation, and improvement. This includes attending company-sponsored training, communicating with company personnel, time on the floor
- Staff is oriented, informally, by interested stakeholders	- A comprehensive staff orientation to the workplace is designed and piloted	- All stakeholders participate in offering a comprehensive staff orientation to the workplace, its culture and dynamics
- There are staff development opportunities	- Staff development opportunities include a balance of workplace-specific and adult literacy topics	- Staff development opportunities include specialized workplace education trainings informed by trends in the industry, the workplace, the labor movement, and the field of adult education, and participation in in-house employee training. This will increase staff's understanding of business issues, needs, and processes
Standard #3: Staffing is adequate to cover the tasks and functions needed to support students through the program.		
Basic	Developing	Excellent
	-Staff are knowledgeable about referral network	- Staff is skilled in educational counseling and uses referral network
- Program involves selected workplace personnel and orients them to principles of adult learning	- Program involves a range of workplace personnel and orients them to principles of adult learning	- Program involves all workplace personnel and orients them to principles of adult learning
- Staff is aware of and uses referral network for support services	- Staff provides educational counseling informally and uses referral network	- There are trained support service workers on staff (counselors, day care workers, etc.)
		- Staff turnover is low

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Appendix B

CPET Interview Probes

I. Organization/Governance

- With regard to the organization and functioning of the CPET, how would you describe the role of a) the DOE, and b) the program coordinators?
- What were the major accomplishments of the CPET?

II. Consortium

- Do you have a sense of belonging to a consortium?
- How much interaction or sharing of resources was there among the program coordinators?

III. Institutionalizing Programs

- At each of your sites, what have been the major forces for and against institutionalization of workplace literacy programs?
- What role has the CPET or Consortium played in promoting institutionalization?

IV. PET

- How much variation is there among the PETs across your sites?
- Based on your experiences, what are the characteristics of a good PET?

Appendix C

PET Site Visits

Site	Date	Education Provider	Location	Industry
1. C & K Components	April, 1997	Jewish Vocational Services	Watertown	Manufacturing
2. Massachusetts General Hospital	April, 1997	Jewish Vocational Services	Boston	Health Care
3. Beth Israel Deaconess/Chilren's Hospital	April, 1997	Jewish Vocational Services	Boston	Health Care
4. Servolift / Eastern Corporation	April, 1997	Jewish Vocational Services	Dorchester	Manufacturing
5. Jewish Healthcare Center	May, 1997	Quinsigamond Community College	Worcester	Health Care
6. Beaumont at the Willows	May, 1997	Quinsigamond Community College	Westboro	Health Care
7. Holyoke Card & Paper Company	May, 1997	Literacy Volunteer Network	Springfield	Manufacturing
8. Carter Fuller Mental Health and AFSCME	May, 1997	Jewish Vocational Services	Boston	Health Care
9. Lightolier Corporation	June, 1997	Labor Education Center at University of Massachusetts Dartmouth	Fall River	Manufacturing
10. University of Massachusetts at Amherst	July, 1997	Labor Management Workplace Education Program at University of Massachusetts Amherst	Amherst	Service Industry

Appendix D

Planning and Evaluation Team Participation Chart.

After the interview meeting, Coordinator should complete the chart below for each person not present who participated on the PET during the past 12 months. Please identify a title category for each participant using the following code:

E = Education Provider
M = Management
S = Supervisor
U = Union
W = Worker/Student
T = Teacher
O = Other (please specify)

NAME	TITLE CODE (See List Above)	Currently on PET	# Years / Months On PET	# Of PET Meetings Attended in past 12 Months
		Y N		
		Y N		
		Y N		
		Y N		
		Y N		
		Y N		
		Y N		
		Y N		
		Y N		
		Y N		
		Y N		
		Y N		
		Y N		
		Y N		
		Y N		
		Y N		
		Y N		

NWLP, Wave 6, Year III Evaluation
of the
MASSACHUSETTS WORKPLACE LITERACY CONSORTIUM

P.E.T. Survey

The Massachusetts Workplace Literacy Consortium is now in its third and final year of funding through the National Workplace Literacy Program. The legislation that funds your program requires an external evaluation each year. The purpose of the evaluation is to determine how the Consortium is meeting its goals. We hope that your participation in the evaluation will help you improve your program.

One focus of the evaluation is the effectiveness of the Planning and Evaluation Team (PET) model for administering your workplace education programs. This survey contains two sets of questions related to the organization and operation of your PET. The first set of questions contains group questions. PET members answered these questions during our visit to your PET meeting. Please respond to the group questions if you were unable to attend that PET meeting. You may also respond to the group questions to add to the information provided at the PET meeting. The second set of questions contains individual questions. **We ask all PET participants to complete the individual questions.**

We ask you to answer all questions as completely as you can. We estimate that it will take you no more than 20 minutes to complete the survey.

Only the external evaluators will view your completed survey. We will not identify individuals in the reporting of evaluation results. We will use current position and amount of PET experience only to determine groupings for analyses. If you have any questions concerning the survey or the evaluation, please contact Charles DePascale, one of the external evaluators at (508) 287-5170.

Thank you for taking the time to provide information about your PET. Please return your completed survey within the next week in the postage paid envelope provided to

Charles DePascale
DATA, Inc.
PO Box 395
Concord, MA 01742

GROUP QUESTIONS

1. For each of the following PET Governance Tasks, indicate (✓) who participated in each task.

PET Governance Tasks	PET including Coordinator	Coordinator alone	Other (Specify)
a. Develop project goals			
b. Develop project plan			
c. Review plan regularly			
d. Develop project activities			
e. Input into creating curriculum			
f. Evaluate the PET			
g. Develop an institutionalization plan			
h. Overcome barriers to participation in PET			
i. Overcome barriers to participation in classes			
j. Provide incentives to program participation			
k. Evaluate progress of student/worker			
l. Evaluate impact of program on the worksite			
m. Evaluate stability of the partnership			
n. Other			

2. The PET model was designed to be a democratic participatory approach to governance of a workplace education program. This model may not be appropriate for all individuals in a PET or for all companies/unions or volunteer organizations involved in the ***MA Workplace Literacy Consortium.*** Please comment on the following

   A. Does a team approach fit in well with your organization?

   B. How has this democratic and open team approach to decision-making worked for your PET? (For example: Do workers and supervisors each have equal voices in decision making? Has the model been myth or reality for your PET?)

3. What are the key factors that have contributed to the success of your workplace education program?

4. To what extent is the success of your workplace education program attributable to your PET? (Please comment)

1	2	3	4	5
no connection				100% result of PET

5. What have been the barriers to the workplace education program?

6. To what extent has this PET successfully overcome the barriers? Please comment

1	2	3	4	5
no success				100% successful

7. What additional support and assistance could your PET have received from the following groups:

GROUP	Please indicated what additional support was needed
Department of Education	
Consortium PET	
PET Coordinator/ Education Provider	
Other PET members	
Business	
Union	
Other, please specify	

8. If you were starting a new workplace education program, would you have a planning and evaluation team?

yes _____ no_____ Why?

9. What would you keep or change about your "future program" PET?

10. What steps, if any, is your PET taking to ensure the continuation of your workplace education program at the conclusion of the current funding?

11. What additional comments would you like to make regarding the organization, operation, or effectiveness of your PET?

NWLP, Wave 6, Year III Evaluation: PET SURVEY

Individual Questions

Current Position

Site_____ Months on Planning and Evaluation Team_____

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1. How many PET meetings have you attended during the past twelve months?

2. Indicate **your** level of involvement in the following PET activities on the following 4-point scale

1 = no involvement 2 = slight/limited involvement
3 = moderate involvement 4 = total involvement

PET Governance Tasks	Level of Involvement			
1. Develop project goals	1	2	3	4
2. Develop project plan	1	2	3	4
3. Review plan regularly	1	2	3	4
4. Develop project activities	1	2	3	4
5. Input into creating curriculum	1	2	3	4
6. Evaluate the PET	1	2	3	4
7. Develop an institutionalization plan	1	2	3	4
8. Overcome barriers to participation in PET	1	2	3	4
9. Overcome barriers to participation in classes	1	2	3	4
10. Provide incentives to program participation	1	2	3	4
11. Evaluate progress of student/worker	1	2	3	4
12. Evaluate impact of program on the worksite	1	2	3	4
13. Evaluate stability of the partnership	1	2	3	4
14. Other	1	2	3	4

3. Do you feel that all relevant stakeholders (i.e., educators, workers/students, unions, management, supervisors, volunteers, etc.) are able to fully participate in PET discussions and decision-making?
yes_____ no_____
If no, which stakeholders did not fully participate?

4. Do students have a full voice in the activities of your PET?
yes_____ no_____

If no, why?

5. What does your PET do to encourage student participation and input into PET discussions and decisions?

6. How would you describe the role of the representative of the education provider (PET Project Coordinator) on your PET?

7. Based on your PET experiences, what are the major pros and cons of the PET model in enhancing the success of a workplace education program?

Pros Cons

8. Would you want to be part of a future Planning and Evaluation Team?
yes_____ no_____

Why or why not?

9. Has your PET received sufficient support and assistance from the following groups:
1= insufficient support in all areas 2=suficient support in some areas
3=sufficient support in most areas 4=sufficient support in all areas

GROUP	QUALITY OF SUPPORT
Department of Education	1 2 3 4
Consortium PET	1 2 3 4
PET Coordinator/Education Provider	1 2 3 4
Other PET members	1 2 3 4
Business	1 2 3 4
Union	1 2 3 4
Other	1 2 3 4

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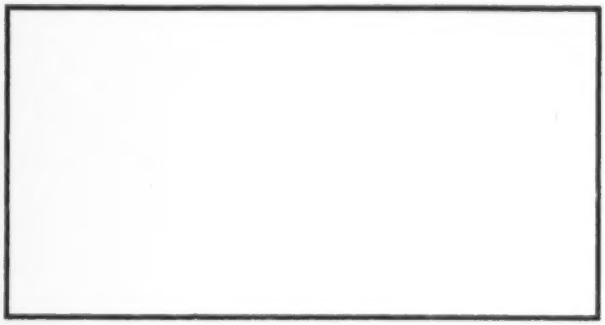
PET Meeting Observation Form



Note:

- Table/Chair Location
- Obstacles
- Lighting
- Doors/Windows

I. Describe the meeting room in terms of

A. Style (board room, conference room, classroom, etc.)
B. Location
C. Ambience (noise level, carpeting, comfort, etc.)

II. Speakers

Indicate (✓) which people speak at meeting		
Program Coordinator	Supervisory Staff	Labor Union Representative
HR Manager	Student/Worker	Other (specify)
Corporate Management	Teacher	

III. Materials

Indicate (✓) materials available at meeting			
Agenda	Meeting Minutes	Teacher Reports	Other Reports

IV. General Notes on Meeting Including

A. Chair of meeting
B. Organization of meeting
C. Interactions among members